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The VisibleThread Clarity Index, Texas Government -2016

Executive Summary

The <u>Plain Writing Act of 2010</u> requires federal agencies use writing that is clear, concise, well-organized and appropriate to the intended audience. The legislation does not require state-level agencies to comply, but administrators should consider adopting its principles. Plain language benefits the government agencies, too. Well-crafted communication helps agencies increase revenues and avoid unnecessary costs. For example, the state of Washington Department of Revenue agency estimates it collected \$800k in extra revenue after rewriting one tax collection letter. While the benefits of clear writing are well understood, some agencies communicate better than others. The purpose of this paper is to explore how well agencies for the State of Texas communicate through their websites.

The internet produced major efficiency gains for government at all levels. For agencies that serve large populations or geographies, like those in the State of Texas, the gains are even greater. But as more communication moves to the web, the need for clear communication increases. Citizens that encounter clear, concise and well-organized writing on agency websites engage better. When citizens can understand communication, agencies enjoy increased trust and revenues. Greater clarity promotes efficiency and helps agencies avoid unnecessary costs.

VisibleThread has created an Index of 54 Texas Government agency websites based on clarity of written content. We measured up to 100 pages on each website, across these four dimensions:

- Readability How readable is the content?
- Passive Language Active Language communicates clearly. What proportion of sentences is passive?
- <u>Long Sentences</u> What proportion of all sentences are too long?
- <u>Word Complexity Density</u> Complex words make web pages hard to understand.

What did we find?

Analysis suggests copy on Texas agency websites needs improvement. Grade-level writing, style and complexity limit the potential to effectively communicate with the majority of the population. Fewer than 50 percent of Texas citizens have a high school diploma. Yet, average writing scores for copy on Texas agency websites are at college levels. A more detailed analysis appears below in this report.



Key Findings

Clear Language:

The following guideline definitions will help you understand the information we present in the Key Findings section:

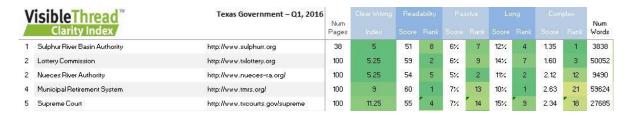
- Readability a score of 60 is ideal, approximately an 8th grade reading level.
- Passive language 4% or less is ideal.
- Long Sentences 5% or less across all content is ideal.
- Complex language density complex words/total words*100

You can find detailed definitions of ranking criteria in the Methodology section.

Overall Leaders

The <u>Sulphur River Basin Authority</u> (rank 1), the <u>Lottery Commission</u> and <u>Nueces River Authority</u> (tied for 2nd) topped the 2016 rankings. These three agencies scored higher across all categories used to compile the rankings, appearing in the top third of the index across all criteria. The <u>Municipal Retirement System</u> (rank 4) was the only agency we measured that achieved a target Readability Score.

- The Sulphur River Basin Authority scored first for complex language. Complex words appeared in some sites at nearly 5x the rate.
- The Lottery Commission also scored well in Readability (59), especially when compared to peer agencies. This website also ranked third for its low levels of bad language.
- The Nueces River Authority ranked high on the strength of its relatively low levels of long sentences and passive voice.
- No agencies achieved target levels for passive voice (4%) or long sentences (5%); however, the 6th ranked <u>Legislative Reference Library</u> was first for passive voice at 5%.



Notable Mentions

- Agencies that maintained Readability levels below college levels: Only 16.6% of Texas agencies achieved Readability scores above 50. More than half of Texans don't even hold a high school diploma, so writing levels should be at 50 or above to be adequately serve the public interest. In addition to those in the Top 5 index rankings, the following agencies achieved high school level readability scores:
 - o Land Office General (56)
 - o Lavaca-Navidad River Authority (54)
 - o Lower Colorado River Authority (53)
 - o Texas Department of Transportation (50)



Room for Improvement:

The bottom five places in the rankings were occupied by the following agencies:

- <u>Law Examiners Board of Texas (50th)</u>
- Public Safety Department of Texas (51^{rst})
- Texas Department of Licensing and Regulation (52nd)
- Medical Board of the State of Texas (53rd)
- Texas Skills Standards Board (54th)



Websites operated by the bottom 5 agencies scored in the bottom half of the rankings across all categories.

Factors making these the worst performers were:

- Poor readability ratings: With an average score of 34, copy on these websites would be very difficult to read for any individual, even those with college educations.
- High proportion of long sentences: Long sentences (between 29% and 32% in this sample) make the
 task of reading more complex. For example, the Texas Department of Licensing and Regulation and
 ranked 51^{rst} in this category as a result of content like this:
 - "Nonphysical changes such as an increase in the maximum allowable working pressure (Internal or External), increase in design temperature, or a reduction in minimum temperature of a pressure-retaining item shall be considered an alteration."
- High levels of passive language An average of 16% of all sentences contained passive language 4x
 that of recommended levels. The formal tone of passive language is hard to read for people with
 lower-level reading skills.
- Readability and Passive Voice levels had the greatest impact on overall scores for this group of agencies.

The Medical Board of the State of Texas and Texas Skills Standards Board websites ranked last among all sites measured. With scores of 47.25 and 48 on the Index, the sites were significantly behind the next group of agencies in the rankings. Long-sentences were present at 5x the recommended rate. Use of passive voice was more than 4x of ideal levels. These factors, coupled with poor readability and complex language scores contributed to last place finish.



Takeaways:

1. Wide variability between best and worst performers

Texas Government agency websites fall into five distinct categories: Top Performers, Leaders, Strengths and Weaknesses, Stragglers and those that should be considered for Complete Overhaul. Large gaps between consecutive rankings in the Index define categories.

- In this Index, there are three agencies in the Top Performers category. Each has a score of 5.25 or
- Leaders have scores between 9 and 15.25. A 3.75 point difference in Index scores separate the Leaders category and those in the Top Performers category.
- Agencies in the Strengths and Weaknesses have Index scores ranging between 18.25 and 28.75.
 Websites in this category often score high in one category and poorly in another. Teams in this category have a clear opportunity to improve communication by focusing in key areas.
- Websites with scores between 31.25 and 43.25 fall into the Stragglers category. Sites in this category trail their peers every category:
 - Straggle category sites have very poor readability average score of 36
 - Passive voice levels are at nearly 3x recommended levels
 - Long sentences appear 35 percent more frequently than in the Strengths and Weaknesses set.
 - Complexity scores average 3.41 15 percent higher than the Strengths and Weaknesses category.
- Websites in the Complete Overhaul category scored at 47.25 or below, four points worse than sites at the bottom of the range in the Straggles category. When site quality is this poor, a complete rewrite of all website content is the most efficient path to improvement.

2. Agencies can dramatically improve clarity by focusing on certain metrics

Many agencies scored well in certain areas but stumbled on one or two metrics.

For instance, the Legislative Budget Board was tied for 10th ranking well for readability, passive voice usage and long sentences. Yet, the score for complexity (6.60) ranks 54th. The Board would see immediate improvement by auditing its content for complex words.

3. Legal content can be clear

Several high performing Texas Agencies are focused on legal issues. Despite a reputation for being a profession with obtuse language, it's clear that content dedicated to legal topics doesn't have to be presented in a complex manner.

4. The majority of Texas Government websites are hard to read

With the exception of a handful of sites, the majority of Texas citizens would struggle to read state government sites. Not a single site included in the Index met target levels for passive voice or long sentences. In fact, the best site in the Index was still at 2x recommended levels for long sentences. The average score across the entire Index was more than 4x of ideal levels.



Detailed Results Tables

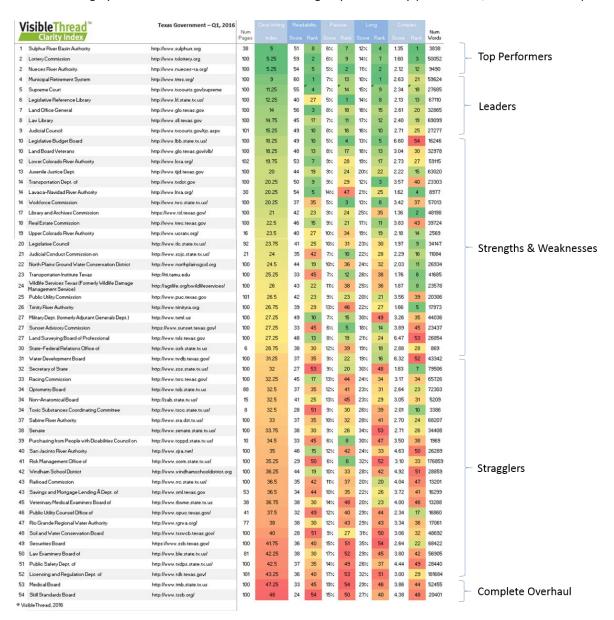
We show the full detailed tables below.

We color-code, green to red, each score in the Index. Green indicates best, red indicates worst. Color-coding helps us to understand sites where one or two specific scores may be dragging down the overall ranking. Flagging specific areas (for instance, passive language) pinpoints areas for improvement.

| V | <u>isibleThread</u> ™ | TARREST COMMUNICATION CONTRACTOR | | Num Ulear Writing | | | | | | | | | P |
|----|---|---|-------|-------------------|-------|----|--------|------|-------|----|-------|------|----|
| | Clarity Index | | Pages | | Score | | | | Score | | Score | Rank | W |
| 1 | Sulphur River Basin Authority | http://www.sulphurr.org | 38 | 5 | 51 | 8 | 6% | 7 | 12% | 4 | 1.35 | 1 | 3 |
| 2 | Lottery Commission | http://www.txlottery.org | 100 | 5.25 | 59 | 2 | 6% | 9 | 14% | 7 | 1.60 | 3 | 50 |
| 2 | Nueces River Authority | http://www.nueces-ra.org/ | 100 | 5.25 | 54 | 5 | 5% | 2 | 11% | 2 | 2.12 | 12 | 9 |
| 1 | Municipal Retirement System | http://www.tmrs.org/ | 100 | 9 | 60 | 1 | 7% | 13 | 10% | 1 | 2.63 | 21 | 53 |
| | Supreme Court | http://www.txcourts.gov/supreme | 100 | 11.25 | 55 | 4 | 7% | 14 | 15% | 9 | 2.34 | 18 | 2 |
| | Legislative Reference Library | http://www.lrl.state.tx.us/ | 100 | 12.25 | 40 | 27 | 5% | 1 | 14% | 8 | 2.13 | 13 | 6 |
| 7 | Land Office General | http://www.glo.texas.gov | 100 | 14 | 56 | 3 | 8% | 18 | 18% | 15 | 2.61 | 20 | 32 |
| 3 | Law Library | http://www.sll.texas.gov | 100 | 14.75 | 45 | 17 | 7% | 11 | 17% | 12 | 2.40 | 19 | 6 |
| ì | Judicial Council | http://www.txcourts.gov/tjc.aspx | 101 | 15.25 | 49 | 10 | 8% | 16 | 16% | 10 | 2.71 | 25 | 2 |
| 0 | Legislative Budget Board | http://www.lbb.state.tx.us/ | 100 | 18.25 | 49 | 10 | 5% | 4 | 13% | 5 | 6.60 | 54 | 1 |
| 0 | Land Board Veterans | http://www.glo.texas.gov/vlb/ | 100 | 18.25 | 48 | 13 | 8% | 17 | 18% | 13 | 3.04 | 30 | 3 |
| 2 | Lower Colorado River Authority | http://www.lora.org/ | 102 | 19.75 | 53 | 7 | 9% | 28 | 19% | 17 | 2.73 | 27 | 5 |
| 3 | Juvenile Justice Dept. | http://www.tjjd.texas.gov | 100 | 20 | 44 | 19 | 9% | 24 | 20% | 22 | 2.22 | 15 | 6 |
| 4 | Transportation Dept. of | http://www.txdot.gov | 100 | 20.25 | 50 | 9 | 9% | 29 | 12% | 3 | 3.57 | 40 | 2 |
| 4 | Lavaca-Navidad River Authority | http://www.lnra.org/ | 30 | 20.25 | 54 | 5 | 14% | 47 | 21% | 25 | 1.62 | 4 | 8 |
| 1 | Workforce Commission | http://www.twc.state.tx.us/ | 100 | 20.25 | 37 | 35 | 5% | 3 | 13% | 6 | 3.42 | 37 | 5 |
| 7 | Library and Archives Commission | https://www.tsl.texas.gov/ | 100 | 21 | 42 | 23 | 9% | 24 | 25% | 35 | 1.36 | 2 | 4 |
| 8 | Real Estate Commission | http://www.trec.texas.gov | 100 | 22.5 | 46 | 15 | 9% | 21 | 17% | 11 | 3.83 | 43 | 3 |
| 9 | Upper Colorado River Authority | http://www.ucratx.org/ | 16 | 23.5 | 40 | 27 | 10% | 34 | 19% | 19 | 2.18 | 14 | |
| 0 | Legislative Council | http://www.tlo.state.tx.us/ | 92 | 23.75 | 41 | 25 | 10% | 31 | 23% | 30 | 1.97 | 9 | |
| 21 | Judicial Conduct Commission on | http://www.scic.state.tx.us/ | 21 | 24 | 35 | 42 | 7% | 10 | 22% | 28 | 2.29 | 16 | Ì, |
| 2 | North Plains Ground Water Conservation District | http://www.northplainsgcd.org | 100 | 24.5 | 44 | 19 | 10% | 36 | 24% | 32 | 2.03 | 11 | , |
| 3 | Transportation Institute Texas | http://tti.tamu.edu | 100 | 25.25 | 33 | 45 | 7% | 12 | 26% | 38 | 1.76 | 6 | í |
| | Wildlife Services Texas (Formerly Wildlife Damage | | | | | | | | | | | - | |
| 4 | Management Service) | http://agrilife.org/txwildlifeservices/ | 100 | 26 | 43 | 22 | 11% | 38 | 25% | 36 | 1.87 | 8 | 2 |
| 5 | Public Utility Commission | http://www.puc.texas.gov | 101 | 26.5 | 42 | 23 | 9% | 23 | 20% | 21 | 3.56 | 39 | 2 |
| 6 | Trinity River Authority | http://www.trinityra.org | 100 | 26.75 | 39 | 29 | 13% | 46 | 22% | 27 | 1.66 | 5 | ľ |
| 7 | Military Dept. (formerly Adjutant Generals Dept.) | http://www.txmf.us | 100 | 27.25 | 49 | 10 | 7% | 15 | 30% | 49 | 3.26 | 35 | • |
| 7 | Sunset Advisory Commission | https://www.sunset.texas.gov/ | 100 | 27.25 | 33 | 45 | 6% | 5 | 18% | 14 | 3.89 | 45 | 2 |
| 7 | Land Surveying Board of Professional | http://www.txls.texas.gov | 100 | 27.25 | 48 | 13 | 8% | 19 | 21% | 24 | 6.47 | 53 | 2 |
| 0 | State-Federal Relations Office of | http://www.osfr.state.tx.us | 6 | 28.75 | 38 | 30 | 12% | 39 | 19% | 18 | 2.88 | 28 | L |
| 1 | Water Development Board | http://www.twdb.texas.gov/ | 100 | 31.25 | 37 | 35 | 9% | 22 | 19% | 16 | 6.32 | 52 | 4 |
| 2 | Secretary of State | http://www.sos.state.tx.us/ | 100 | 32 | 27 | 53 | 9% | 20 | 30% | 48 | 1.83 | 7 | 7 |
| 3 | Racing Commission | http://www.txrc.texas.gov/ | 100 | 32.25 | 45 | 17 | 13% | 44 | 24% | 34 | 3.17 | 34 | ε |
| 4 | Optometry Board | http://www.tob.state.tx.us | 88 | 32.5 | 37 | 35 | 12% | 41 | 23% | 31 | 2.64 | 23 | 7 |
| 4 | Non-Anatomical Board | http://sab.state.tx.us/ | 15 | 32.5 | 41 | 25 | 13% | 45 | 23% | 29 | 3.05 | 31 | 1 |
| 4 | Toxic Substances Coordinating Committee | http://www.tsoc.state.tx.us/ | 8 | 32.5 | 28 | 51 | 9% | 30 | 26% | 39 | 2.01 | 10 | |
| 37 | Sabine River Authority | http://www.sra.dst.tx.us/ | 100 | 33 | 37 | 35 | 10% | 32 | 28% | 41 | 2.70 | 24 | ε |
| 8 | Senate | http://www.senate.state.tx.us/ | 100 | 33.75 | 38 | 30 | 9% | 26 | 34% | 53 | 2.71 | 26 | 3 |
| 39 | Purchasing from People with Disabilities Council on | http://www.toppd.state.tx.us/ | 10 | 34.5 | 33 | 45 | 6% | 8 | 30% | 47 | 3.50 | 38 | ı |
| 10 | San Jacinto River Authority | http://www.sjra.net/ | 100 | 35 | 46 | 15 | 12% | 42 | 24% | 33 | 4.63 | 50 | 2 |
| 41 | Risk Management Office of | http://www.sorm.state.tx.us/ | 100 | 35.25 | 29 | 50 | 6% | 6 | 32% | 52 | 3.10 | 33 | 1 |
| 12 | Windham School District | http://www.windhamschooldistrict.org | 100 | 36.25 | 44 | 19 | 10% | 33 | 28% | 42 | 4.92 | 51 | 2 |
| 13 | Railroad Commission | http://www.rrc.state.tx.us/ | 100 | 36.5 | 35 | 42 | 11% | 37 | 20% | 20 | 4.04 | 47 | |
| 13 | Savings and Mortgage Lending & Dept. of | http://www.sml.texas.gov | 53 | 36.5 | 34 | 44 | 10% | 35 | 22% | 26 | 3.72 | 41 | |
| 15 | Veterinary Medical Examiners Board of | http://www.tbume.state.tx.us | 38 | 36.75 | 38 | 30 | 14% | 48 | 20% | 23 | 4.00 | 46 | 1 |
| 6 | Public Utility Counsel Office of | http://www.opuc.texas.gov/ | 41 | 37.5 | 32 | 49 | 12% | 40 | 29% | 44 | 2.34 | 17 | |
| 7 | Rio Grande Regional Water Authority | http://www.rgrwa.org/ | 77 | 38 | 38 | 30 | 12% | 43 | 29% | 43 | 3 34 | 36 | |
| 8 | Soil and Water Conservation Board | http://www.tsswob.texas.gov/ | 100 | 40 | 28 | 51 | 9% | 27 | 31% | 50 | 3.06 | 32 | 4 |
| 9 | Securities Board | https://www.ssb.texas.gov/ | 100 | 41.75 | 36 | 40 | 15% | 51 | 35% | 54 | 2.64 | 22 | 6 |
| 0 | Law Examiners Board of | https://www.ssb.texas.gov/ | 81 | 42.25 | 38 | 30 | 17% | 52 | 29% | 45 | 3.80 | 42 | |
| | Public Safety Dept. of | | 100 | 42.25 | 37 | 35 | 14% | 49 | 26% | 37 | 4.44 | 49 | 2 |
| 51 | | http://www.txdps.state.tx.us/ | | | | | 1.55.5 | 10.5 | | | | | |
| _ | Licensing and Regulation Dept. of | http://www.tdlr.texas.gov/ | 101 | 43.25 | 36 | 40 | 17% | 53 | 32% | 51 | 3.00 | 29 | 1 |
| 3 | Medical Board | http://www.tmb.state.tx.us | 100 | 47.25 | 33 | 45 | 19% | 54 | 29% | 46 | 3.86 | 44 | , |
| 54 | Skill Standards Board | http://www.tssb.org/ | 100 | 48 | 24 | 54 | 15% | 50 | 27% | 40 | 4.38 | 48 | 1 |



The Rank Category chart shows how the Index divides agency websites by performance, relative to their peers.





Methodology – what are the metrics?

- We analyzed the sites on February 4, 2016.
- We scanned up to 100 pages of content using automated crawling techniques. In some cases, we found less than 100 pages, so we included the page count and word count for each agency.
- We crawled starting from the publically available URL.
- Certain pages within the sample of 100 contain non-textual content (e.g.: videos). We omitted these pages from our scan.

We calculated the index based on 4 metrics. Each metric contributes equally to the final score. The metrics are:

| 1. Readability | | | | | | | |
|----------------|---|---|--|--|--|--|--|
| | eadability ranges from 1 to 100. 100 is the top mark. If immunicating with citizens, aim for at least 50. | (206.835 – (1.015 x Average Sentence Length) – (84.6 x Average | | | | | |
| Tł | nis is based on the <u>Flesch Reading Ease</u> index. | Syllables per Word)) | | | | | |

The % rating is the proportion of sentences with a passive construction. Passive language is where the subject acted upon appears before the verb. For example:

(Passive Sentences / Total Sentences * 100)

"Quality is monitored" vs. "We monitor quality"

If you use active voice, you will increase clarity & strength. You will also flush out the 'actor', i.e. who did the action?

3. Long Sentences

The % rating is the proportion of sentences that are longer than 25 words. Long sentences mask multiple concepts. Splitting up these sentences will result in a clearer message.

(Long Sentences / Total Sentences * 100)



4. Complex Word Density

The density rating is the proportion of complex words relative to the total word count. This scan looks for complex words/phrases based on Federal Guidelines. See http://www.plainlang.gov/howto/wordsuggestions/simplewords.cfm for the list scanned. Replacing complex words with simpler words helps your readers concentrate on your content.

(Complex Words/Total Words * 100)

About VisibleThread

VisibleThread helps executives in large organizations govern content quality with less cost and risk. Sales and marketing teams in diverse industries use our technology to improve many functions, including proposal development, contract review and brand audits. Our software finds brand compliance, poor readability and other issues in websites and documents. Unlike consumer-grade analysis tools, VisibleThread processes hundreds of documents and web pages in minutes. Fuelled with greater organizational intelligence, customers drive efficiency and reduce cost across their organizations. For more information, visit www.visiblethread.com

For questions or if you want a specific sector index:

- For a specific agency or bureau index, email: sales@visiblethread.com
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